Evaluating Education in Europe

Emiliano Grimaldi
University of Naples Federico II

What I am doing today

- 5 Sections

  - the discourse of school evaluation

  - the critical ontology of the present

  - the archaeological method

  - the archaeological analysis of the discursive regularities on school evaluation in Europe: some provisional reflections on the epistemic level

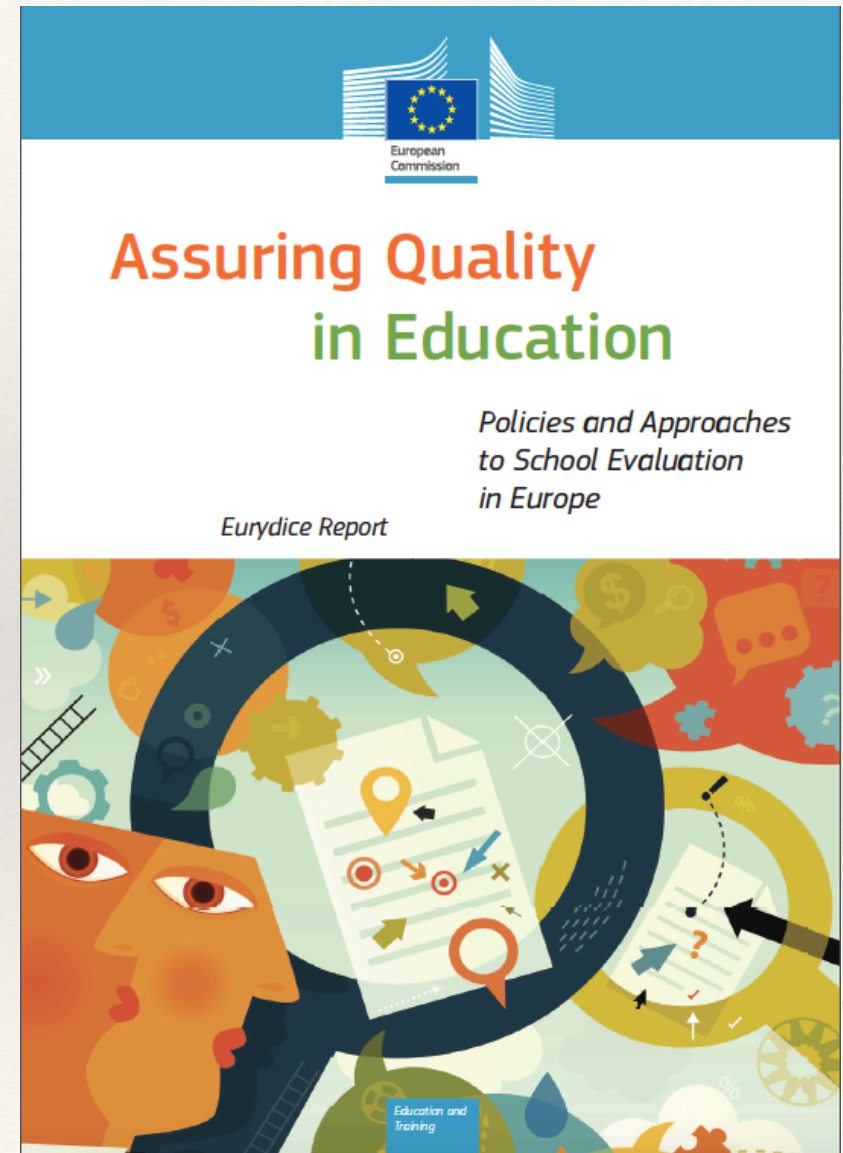 - some epistemological ruptures to think school evaluation 'otherwise'

School Evaluation as a widespread approach across Europe

School evaluation is a widespread approach used in quality assurance across Europe. In 26 countries, both external and internal evaluation of schools is carried out (Eurydice, 2015, p. 7).
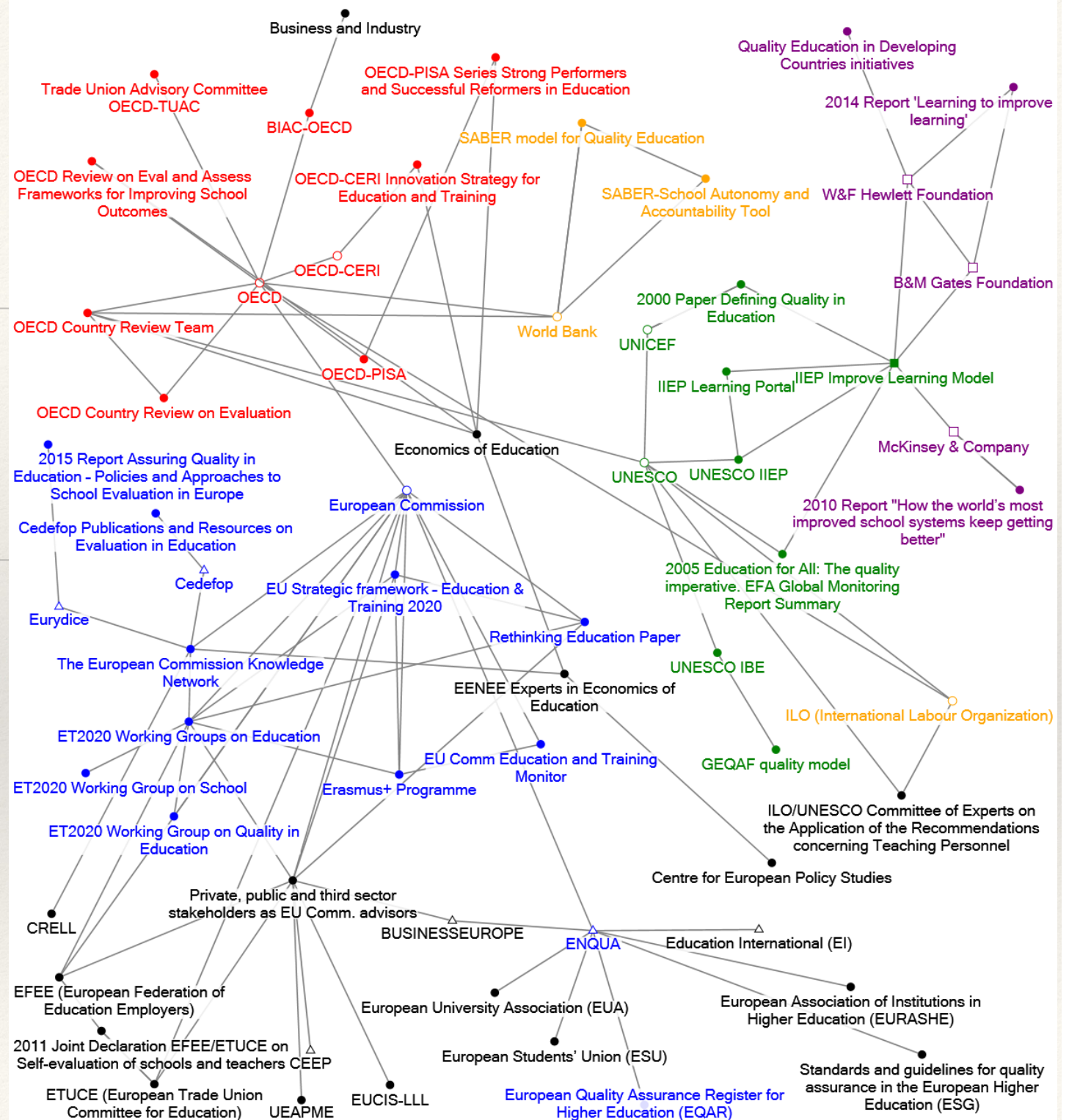
A related ethico-political frame

> *At a time when Europe has made reviving* **economic growth** *its* **top political priority**, *as spelt out by European Commission President Jean-Claude Juncker in his political guidelines, attention is focused in an unprecedented way on education systems – and rightly so:* **Enhancing the quality of education is central** *to our efforts to restore long-term economic growth and job creation in Europe. [….]* **Quality**, *however,* **needs to be continuously monitored and improved**, *which calls for effective quality assurance systems* **covering all education levels** *(Eurydice, 2015, p. 3).*

> **We need to foster a culture** *that strives to constantly improve the quality of teaching and learning. Member States are encouraged to develop and promote such a culture, to ensure transparency of quality assessment outcomes – a process the European Commission is committed to strengthening by promoting mutual learning in the field* (Eurydice, 2015, p. 3).

European Commission

Assuring Quality in Education

Policies and Approaches to School Evaluation in Europe

Eurydice Report

Education and Training

A multiscalar transnational policyscape

Business and Industry

Trade Union Advisory Committee OECD-TUAC

OECD-PISA Series Strong Performers and Successful Reformers in Education

Quality Education in Developing Countries initiatives

2014 Report 'Learning to improve learning'

BIAC-OECD

SABER model for Quality Education

OECD Review on Eval and Assess Frameworks for Improving School Outcomes

OECD-CERI Innovation Strategy for Education and Training

SABER-School Autonomy and Accountability Tool

W&F Hewlett Foundation

OECD-CERI

B&M Gates Foundation

OECD

2000 Paper Defining Quality in Education

OECD Country Review Team

World Bank

UNICEF

IIEP Improve Learning Model

OECD-PISA

IIEP Learning Portal

OECD Country Review on Evaluation

McKinsey & Company

Economics of Education

UNESCO

UNESCO IIEP

2015 Report Assuring Quality in Education - Policies and Approaches to School Evaluation in Europe

2010 Report "How the world's most improved school systems keep getting better"

European Commission

Cedefop Publications and Resources on Evaluation in Education

2005 Education for All: The quality imperative. EFA Global Monitoring Report Summary

Cedefop

EU Strategic framework - Education & Training 2020

Eurydice

Rethinking Education Paper

UNESCO IBE

The European Commission Knowledge Network

EENEE Experts in Economics of Education

ILO (International Labour Organization)

ET2020 Working Groups on Education

EU Comm Education and Training Monitor

ET2020 Working Group on School

Erasmus+ Programme

GEQAF quality model

ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel

ET2020 Working Group on Quality in Education

Centre for European Policy Studies

Private, public and third sector stakeholders as EU Comm. advisors

CRELL

BUSINESSEUROPE

ENQUA

Education International (EI)

EFEE (European Federation of Education Employers)

European University Association (EUA)

European Association of Institutions in Higher Education (EURASHE)

2011 Joint Declaration EFEE/ETUCE on Self-evaluation of schools and teachers

CEEP

European Students' Union (ESU)

ETUCE (European Trade Union Committee for Education)

UEAPME

EUCIS-LLL

European Quality Assurance Register for Higher Education (EQAR)

Standards and guidelines for quality assurance in the European Higher Education (ESG)

Created with NodeXL (http://nodexl.codeplex.com)

The double challenge of the EU Commission

[We need to address a] double challenge: to prioritise public investment in the education and training sector, and to find more efficient ways of deploying available financial resources which might call for structural reform in particular education systems. The main lever for increasing the efficiency of investment in education and training is to enhance the quality of provision and to focus on prevention of educational failure. Increasingly, Member States are developing models of cost-sharing between different partners in the educational process – the state, businesses and individuals, foundations and alumni – with public investment helping to leverage private sector match-funding (EU Commission, 2012, p. 12).

Quality Assurance and Evaluation (Eurydice Report)

Quality assurance in education can be understood as policies, procedures, and practices that are designed to achieve, maintain or enhance quality in specific areas, and that rely on an evaluation process. By 'evaluation', we understand a general process of systematic and critical analysis of a defined subject that includes the collection of relevant data and leads to judgements and/or recommendations for improvement. The evaluation can focus on various subjects: schools, school heads, teachers and other educational staff, programmes, local authorities, or the performance of the whole education system (Eurydice, 2015, p. 13).

The OECD holistic approach

Figure 3.1 Main features of the overall evaluation and assessment framework
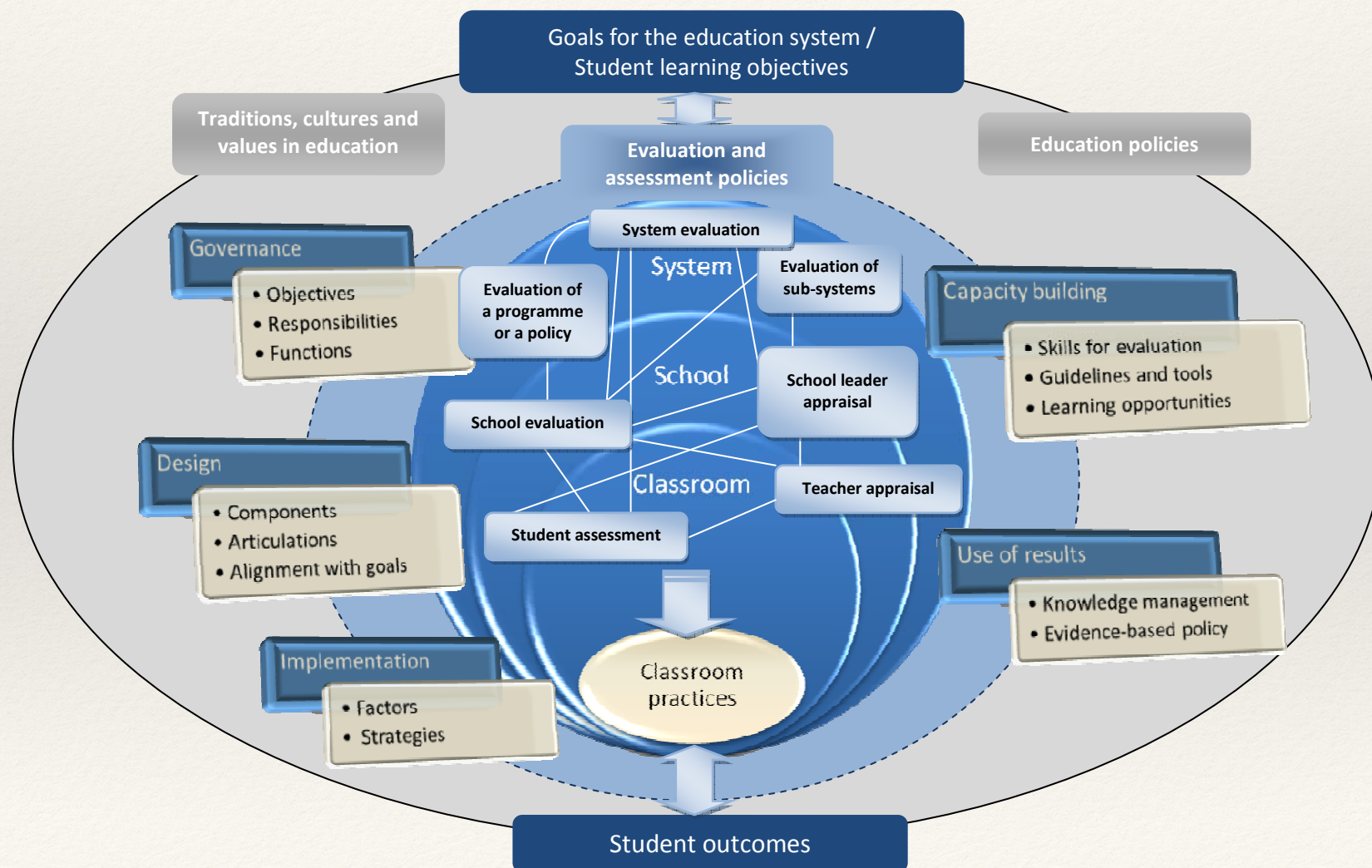
The UNESCO IIEP Improve Learning Model

Monitor learning

Indicators of Learning & Quality

Learning Assessments

Other Monitoring Tools

Developing a Monitoring Framework

Using Learning & Quality Data

IIEP **learning**portal
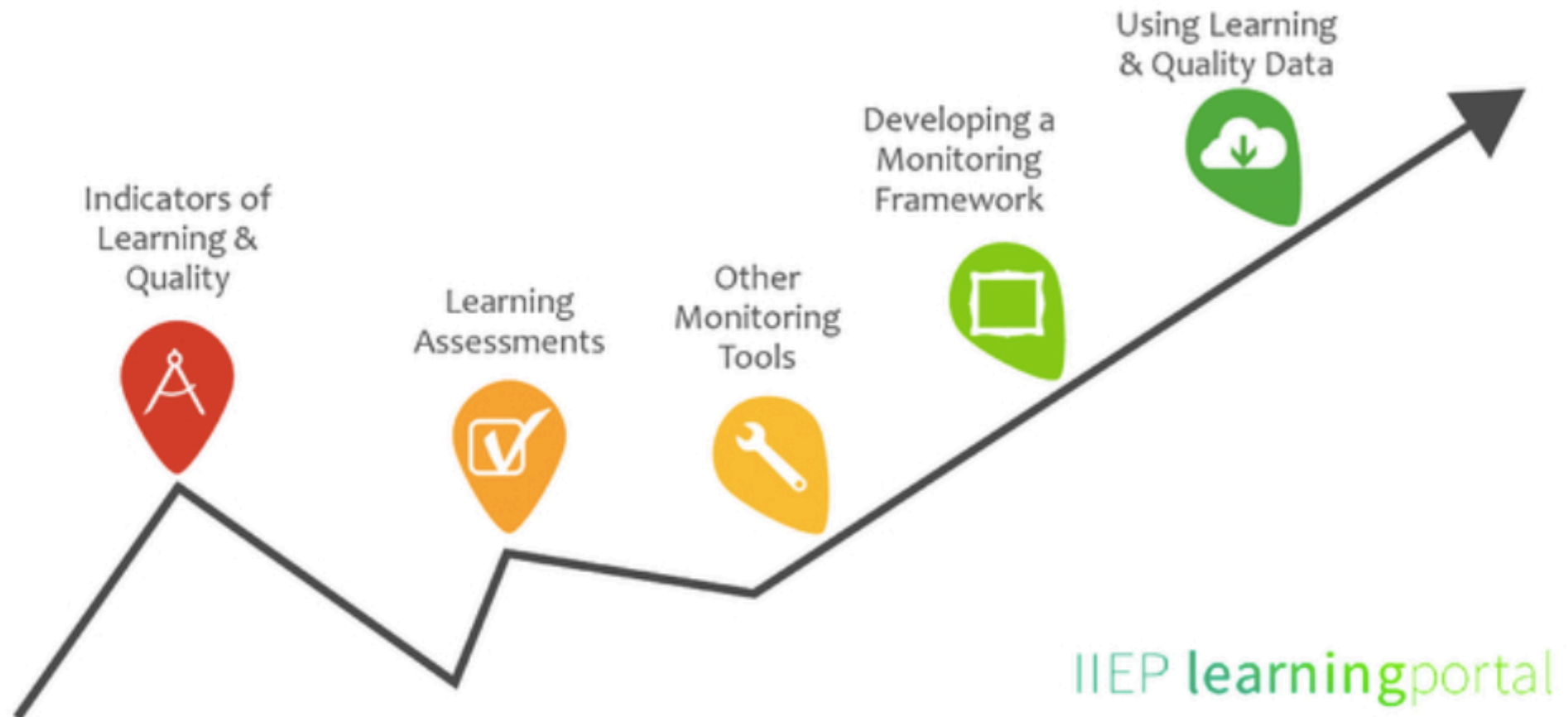
The World Bank
SABER Model

What does SABER-School Autonomy and Accountability do?

SABER-School Autonomy and Accountability aims to catalyze and inform policy dialogue on school-based management. It does this in several ways:

1. **SABER-School Autonomy and Accountability collects information** on core school-based management policy areas in education systems around the world by administering a set of questionnaires to key informants and gathering both qualitative and quantitative data, validated by legal documents.

2. **SABER-School Autonomy and Accountability classifies and analyzes** education systems around the world according to five policy goals that are critical for enabling effective school-based management.

3. **SABER-School Autonomy and Accountability provides country reports and other knowledge products** that diagnose how well a country's policies support school autonomy and accountability with a view to improving the effectiveness of teaching and learning. A goal of this effort is to identify policy areas and actions that support better alignment of managerial responsibilities at the school level, assessment of results, and use of assessments to promote accountability to increase education quality and student learning.

4 Back to top ▲

How does SABER-School Autonomy and Accountability help countries improve education policies and systems?

THE WORLD BANK
IBRD • IDA

Working for a World Free of Poverty

ABOUT   TOPICS   COUNTRIES   RATINGS & DATA   PUBLICATIONS   PARTNERS

Home > Topics > School Autonomy and Accountability

Topics Overview

Early Childhood Development

Education Management Information Systems

Education Resilience
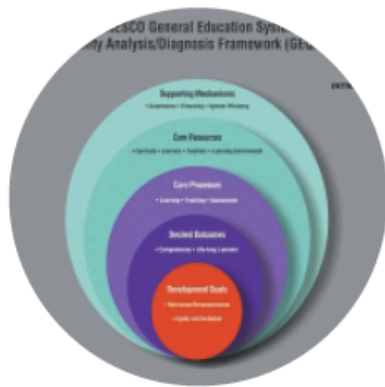
Engaging the Private Sector

Equity and Inclusion

Information and Communication

School Autonomy and Accountability

SABER-School Autonomy and Accountability (SAA) documents and analyzes school-based management policies aimed at increasing autonomy and accountability at the school level and within the education system, in both developing and developed countries. By deepening school autonomy and accountability, school systems can redefine incentives structure to create better conditions for teaching and learning. Autonomy and accountability do not generate incentives in isolation; they are interlinked with the assessment of teachers and learning at the school, with the use of information, and the role of school councils. Such interconnections are critical in improving the education system as a whole, which is at the core of SABER's approach.

The UNESCO IBE GEQAF Model

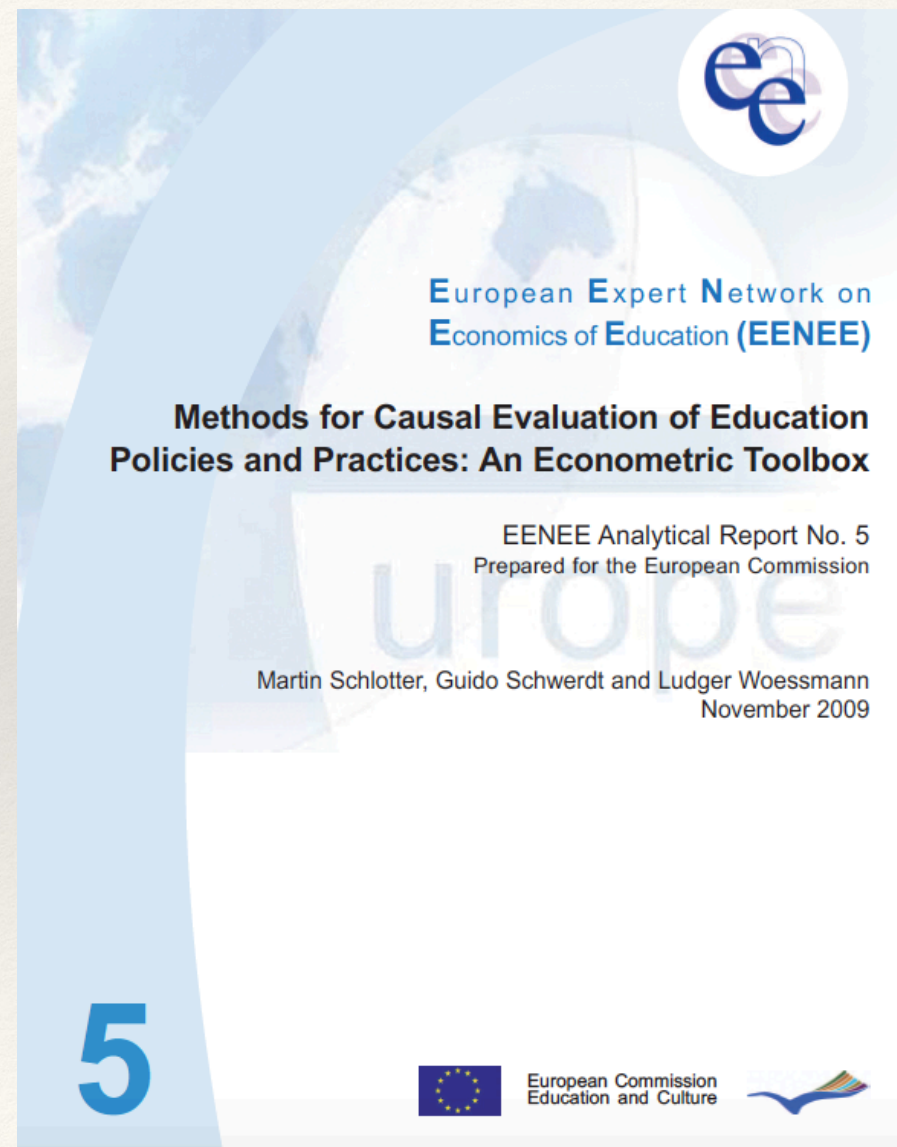# General Education System Quality Analysis/Diagnosis Framework (GEQAF)

International, regional and national assessments of learning outcomes testify to the poor quality of education in many countries around the world. Both developed and developing countries are aware of the quality crisis and its development consequences. Most education reform programs therefore include education quality improvement and the enhancement of equity among the key strategic objectives.

Despite all the efforts, the education quality challenge persists, and the EFA quality goals are dauntingly off track. One of the major obstacles is the lack of tools for conducting systemic analyses of critical constraints hampering the achievement of education quality goals.

Therefore, UNESCO, in collaboration with its Member States, developed the General Education Quality Analysis/Diagnosis Framework (GEQAF).

European Expert Network on Economics of Education (EENEE)

❖ Education policy-makers and practitioners want to know which policies and practices can best achieve their goals. But research that can inform evidence-based policy often requires complex methods to distinguish causation from accidental association. Avoiding econometric jargon and technical detail, this paper explains the main idea and intuition of leading empirical strategies devised to identify causal impacts and illustrates their use with real-world examples. It covers six evaluation methods: controlled experiments, lotteries of oversubscribed programs, instrumental variables, regression discontinuities, differences-indifferences, and panel-data techniques.

European Expert Network on
Economics of Education (EENEE)

**Methods for Causal Evaluation of Education
Policies and Practices: An Econometric Toolbox**

EENEE Analytical Report No. 5
Prepared for the European Commission

Martin Schlotter, Guido Schwerdt and Ludger Woessmann
November 2009

5

European Commission
Education and Culture

School Effectiveness and Improvement

	Models of organizational effectiveness		
Effectiveness criteria	**Level of analysis**	**Focus of interest**	**Theoretical background**
Productivity	Organization	Outputs and its determinants	Economic rationality
Adaptability *Commitment* *Continuity*	Organization Individual members Organization/	Input requirement Motivation Formal structure	Open systems Human relations Theory of bureaucracy
Responsiveness to *external constituents*	Sub-groups within organization	Dependencies, power	Political theory

Source: Scheerens and Creemers, 1989, pp. 691 and 696

Scheerens and Demeuse (2005, p. 374 and 382) identify in the **micro-economic theory and public choice theory, cybernetics and theories on learning organisations and the concept of autopoiesis originated from biology** three of the basic theoretical strands influencing school effectiveness research and school improvement models.

[They continue arguing how] with respect to school improvement and school effectiveness, the perspective of autopoiesis can be seen as a basis for explaining resistance to change and less "intrinsic" interest for enhancing effectiveness. It could also be seen as a philosophy that underlines the importance of available concepts and cultural preferences of key actors enforcing the status quo in organisations, which defy "easy" transformations. [...] **Autopoiesis offers a more evolutionary perspective than rational planning**.

Program Evaluation

Evaluation determines the **merit, worth, or value of things**. The evaluation process identifies relevant **values or standards** that apply to what is being evaluated, performs **empirical investigation** using techniques from the **social sciences**, and then integrates conclusions with the standards into an overall evaluation or set of evaluations (Scriven, 1991).

Evaluation is the **systematic and objective determination of the worth or merit of an object**. Merit: The excellence of an object as assessed by its **intrinsic qualities** or performance. Worth: The value of an object **in relationship to a purpose**. (Joint Committee, 1994: 205, 207 and 210).

[…] evaluation is judging the merit or worth of an entity. This, in fact, is a statement of the goal of evaluation. The goal is to "value" in a systematic way. This valuing consists of two aspects. As you have seen, a part of judging is the determination of the merit—the **intrinsic** value of the entity being studied. […] there are also **extrinsic** aspects to be considered. […], we ask what is its worth within our context? […] Thus we seek to value or evaluate by considering both **merit and worth** (Alkin, 2011: 9-10).

Devices
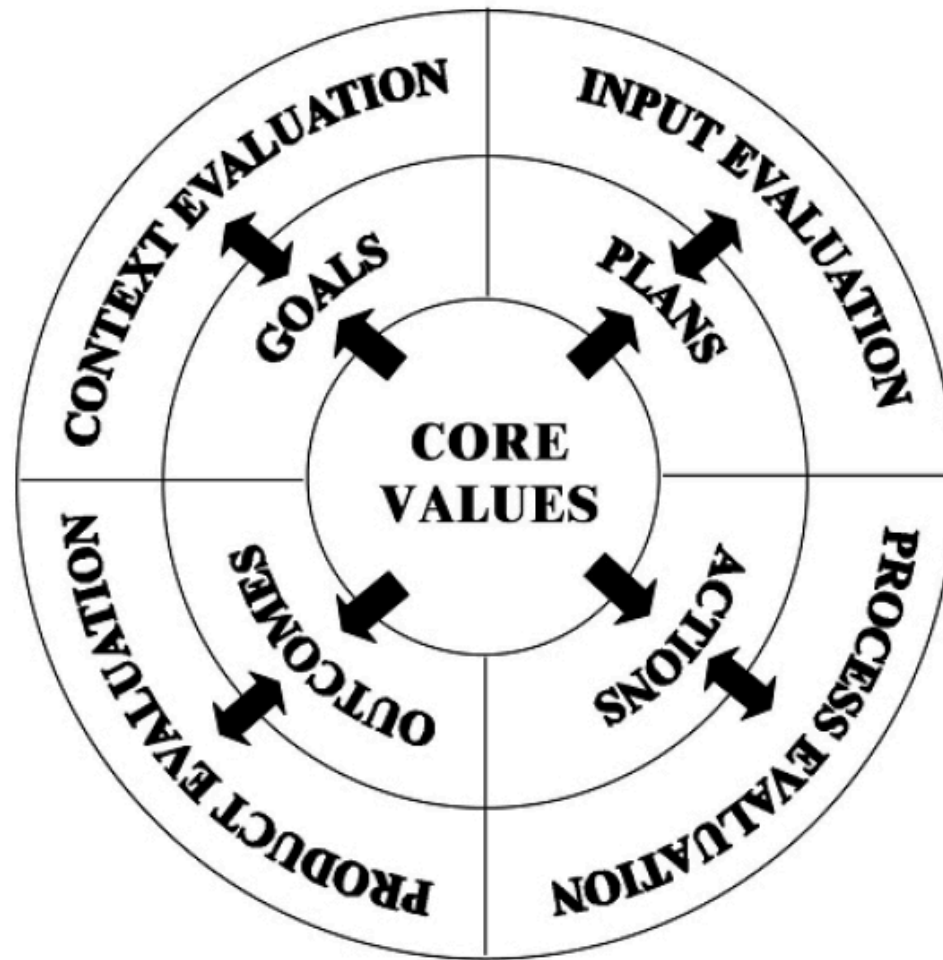
Figure 1. Key Components of the CIPP Evaluation Model and Associated Relationships with Programs

My aim today

❖ What I want to do today is to show you the distinctiveness, which means the potential and, of course, the limits of a specific theoretical gaze on such a phenomenon. In using the word gaze, I refer here both to an analytics, a set of interrelated categories through which to look, performatively, at a specific dimension of such a phenomenon, and to a intimately related research ethic.

CONTEXTS OF EDUCATION
Governmentality Studies in Education
Michael A Peters, A.C. Besley, Mark Olssen, Susanne Maurer and Susanne Weber (Eds.)

Foucault
The Archaeology of Knowledge
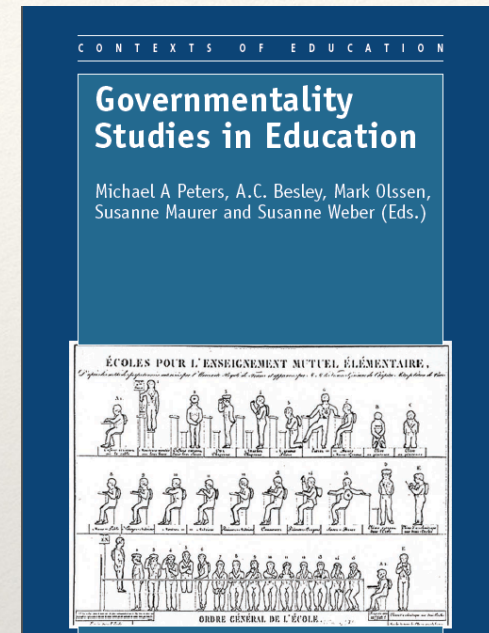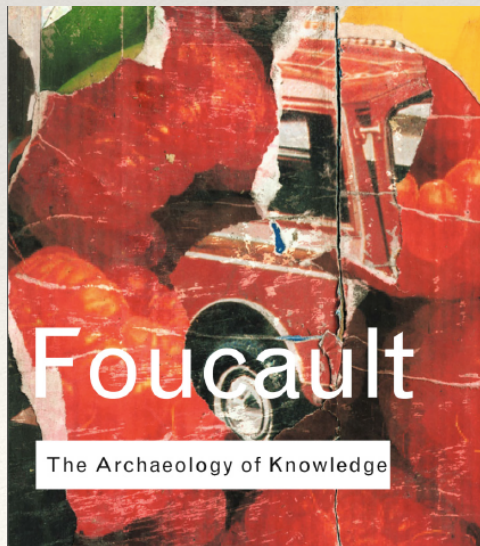
❖ Such a gaze is constructed through a double movement. First, the framing of the issues of school evaluation within the wider problematic of government and the adoption of a *governmentality perspective*. Second, the focusing on a specific dimension of government, the *epistemic dimension*.

The Critical Ontology of the Present

❖ […] an attitude, an ethos, a philosophical life in which the critique of what we are is at one and the same time the historical analysis of the limits imposed on us and an experiment with the possibility of going beyond them [*de leur franchissement possible*] (Foucault, *What is Enlightenment,* 1997, p. 319).

Framing school evaluation as a governmental practice

❖ Educational evaluation is treated as a form of knowledge and a variety of related techniques that play a central role in the **government** of education as the 'conduct of conduct'. Such a perspective adopts the following general definition of government as:

> ❖ *any more or less calculated and rational activity, undertaken by a multiplicity of authorities and agencies, employing a variety of techniques and forms of knowledge, that seek to shape conduct by working through the desires, aspirations, interests and beliefs of various actors for definite but shifting ends and with a diverse set of relatively unpredictable* **consequences, effects and outcomes** (Dean, 2010, p. 18).

Table 1 – The lenses of governmentality and the problematisation of the educational present

	The lenses of governmentality and the problematisation of the educational present			
	Four interrelated axes			
	Episteme		**Techne**	**Ethos**
	Fields of visibility	*Forms of rationality*	*Techniques and technologies*	*Identities and agencies*
The analytics of government *a materialist analysis of practices of government as assembling processes that involve multiple and heterogeneous elements, that varies from routines, technologies, ways of doing things and agencies to theories, programmes, knowledge and expertise*	By what kind of light a field of visibility illuminates and defines certain objects?	What forms of thought, knowledge, expertise, strategies, means of calculation are employed in the practices of governing?	By what means, mechanisms, procedures, instruments, tactics, techniques, technologies and vocabularies is authority constituted and governing accomplished?	What forms of person, self and identity are presupposed by different practices of government?
	With what shadows and darkness it obscures and hides others?	How does thought seek to transform these practices?		What sorts of transformation do these practices seek?
	How are visually and spatially organized the diagrams of power and authority of the regime of government in focus?	How do these practices generate a specific regime of truth?		What statuses, capacities, attributes and orientations are assumed of those who exercise authority and those who are to be governed?
		How does thought attempt to render specific issues, domains and problems governable?		What forms of conduct are expected of them? What duties and rights do they have? How they are ensured?

Source: Grimaldi and Barzanò, 2014; adapted from Dean, 2010.

The archaeological analysis in the wider framework of governmentality

❖ My proposal is to consider the archaeological analysis of the discourse of school evaluation in Europe as part of a wider attempt to address the question of our educational present and the ways we, as educational subjects, are governed and try to govern ourselves and the others.

❖ That is… to focus on school evaluation as a heterogeneous body of knowledge that is co-implicated in the definition of means of calculation, governing authorities and techniques employed in the governing of education and in the constitution of the entities to be governed, the aims to be pursued and the outcomes and consequences.

The archaeological analysis
in the wider framework of governmentality

the **WHAT** of government

ontology
—> what government seeks to act upon
—> the governed or ethical substance

the **HOW** of government

ascetics
—> the techniques for the government
of the ethical substance

the **WHY** of government

teleology
—> why do we govern or are governed
in this way? What are the ends/goals
sought, what do we hope to become
and what world do we hope to create?
—> the telos of government

the **WHO** of government

deontology
—> who are the subjects when they are
governed (and govern themselves and
others) in such a manner?
—> the governable subjects

Archeology as a form of inquiry

I suppose that we have agreed to undertake these long inquiries into the system of emergence of objects, the system of the appearance and distribution of enunciative modes, the system of the placing and dispersion of concepts, the system of the deployment of strategic choices. I suppose that we are willing to construct such abstract, **problematic unities**, instead of welcoming those that presented themselves as being more or less perceptually familiar, if **not as self-evident realities** (Foucault, 2002, p. 89).

What is a discourse?

[…] instead of gradually reducing the rather **fluctuating meaning of the word 'discourse'**, I believe that I have in fact added to its meanings: treating it sometimes as the general domain of all statements, sometimes as an individualizable group of statements, and sometimes as a regulated practice that accounts for a certain number of statements; and have I not allowed this same word 'discourse', which should have served as a boundary around the term 'statement', to vary as I shifted my analysis or its point of application, as the statement itself faded from view? (Foucault, 2002, p. 89).

The statement

The statement is not therefore a structure […]; it is **a function of existence** that properly belongs to signs and on the basis of which one may then decide, through analysis or intuition, whether or not they 'make sense', **according to what rule they follow one another or are juxtaposed, of what they are the sign, and what sort of act is carried out by their formulation** (oral or written).

[…]

it is **not** in itself a **unit**, but **a function that cuts across a domain of structures and possible unities, and which reveals them**, with concrete contents, in time and space. **It is this function that we must now describe** as such, that is, **in its actual practice, its conditions, the rules that govern it, and the field in which it operates** (Foucault, 2002, p. 97-98).

The statement

[The statement] is linked rather to a 'referential' that is made up not of 'things', 'facts', 'realities', or 'beings', but of **laws of possibility, rules of existence for the objects that are named, designated, or described within it, and for the relations that are affirmed or denied in it.** The referential of the statement forms the place, the condition, the field of emergence, the authority to differentiate between individuals or objects, states of things and relations that are brought into play by the statement itself; it defines the possibilities of appearance and delimitation of that which gives meaning to the sentence, a value as truth to the proposition. It is this group that characterizes the enunciative level of the formulation, in contrast to its grammatical and logical levels: through the relation with these various domains of possibility the statement makes of a syntagma, or a series of symbols, a sentence to which one may or may not ascribe a meaning, a proposition that may or may not be **accorded a value as truth** (Foucault, 2002, p. 103).
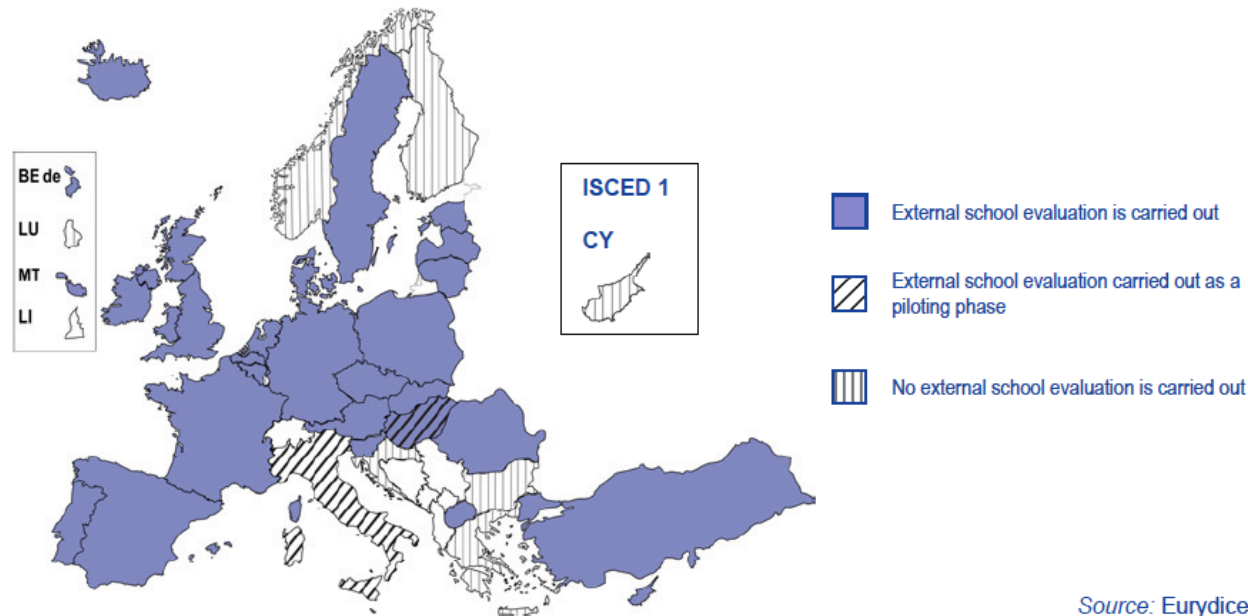
The archaeological analytical grid

The formation of	Aim	How
Objects	To identify the rules of formation from which the appearance of specific objects and the possibilities of juxtaposition and/or succession between different objects depend	To explore the set of relations between surfaces of emergence, authorities of delimitation, and grids of specification
Enunciative modalities	To explore how discourses produce subjectivities and subject-positions	• identification of those subjects who have the authority to use a specific language • analysis of subjects regulative and traditional statute • analysis of institutional positions from which subjects speak the discourse
Concepts	**To describe the organization of the field of statements in which concepts emerge and circulate**	• **forms of succession** • **forms of coexistence (presence, concomitance, memory)** • **procedures of intervention**
Strategies	To analyze the 'actualizations' of discursive possibilities, i.e. wider strategies as systematically different ways of treating objects, displace enunciative modalities and manipulate concepts	To analyze the relation between the rules of formation internal to a specific discourse and the processes of appropriation of discourse by specific categories of actors who are entitled to speak about its objects and concepts, who access its field of memory, who are considered able to understand and translate the elements of discourse into decisions, institutions and practices

Analysing the formation of concepts

The analytical strategy proposed by Foucault is the following:

    a) to describe a conceptual network on the basis of the intrinsic regularities of the discursive practice;

    b) to reconstruct the grid of conceptual compatibilities and incompatibilities;

    c) to relate the emerging conceptual network to the distinctive rules of formation of a discursive practice.

Figure 1.1: Status of the external evaluation of schools according to central/top level regulations, full-time compulsory general education, 2013/14

ISCED 1
CY

- External school evaluation is carried out
- External school evaluation carried out as a piloting phase
- No external school evaluation is carried out

Source: Eurydice.

Country specific notes

France: Central regulations provide for external school evaluation to be carried out, however not as a systematic approach taking place regularly. The inspection system is traditionally focused on individual school staff, which still forms the major share of inspection work.
Italy: The full implementation of external school evaluation will start in 2015/16, following a piloting phase.
Hungary: A three-year pilot project is currently being carried out in order to prepare the introduction of a comprehensive type of external evaluation ('pedagogical/professional inspection') in 2015, alongside the external evaluation concerned with checking that schools operate in accordance with legislation.

The case of school evaluation in Europe

(a **work in progress**…)

The state of the art – Current trends

❖ School evaluation within the continuum between market- and government-based accountability (publicity and choice)

❖ […] at one end of the spectrum those systems that make schools accountable to the public or, to use a term borrowed from economics, to the market, and at the other end of the spectrum those for which the state, or the relevant public authority, is responsible for the quality of education and must therefore ensure that schools deliver to established standards. Market-based accountability 'provide(s) parents with greater choice in the schools their children attend' (Harris & Herrington 2006, p. 221) and triggers market-like dynamics where schools have to perform and compete for students both on the variety of offer and its quality. Government-based accountability delegates the management of tools that can impact on the performance of schools to the responsible authority. These tools consist of incentives, sanctions, allocation of funds depending on socio-economic indicators, and so on (Eurydice, 2015, p. 9).

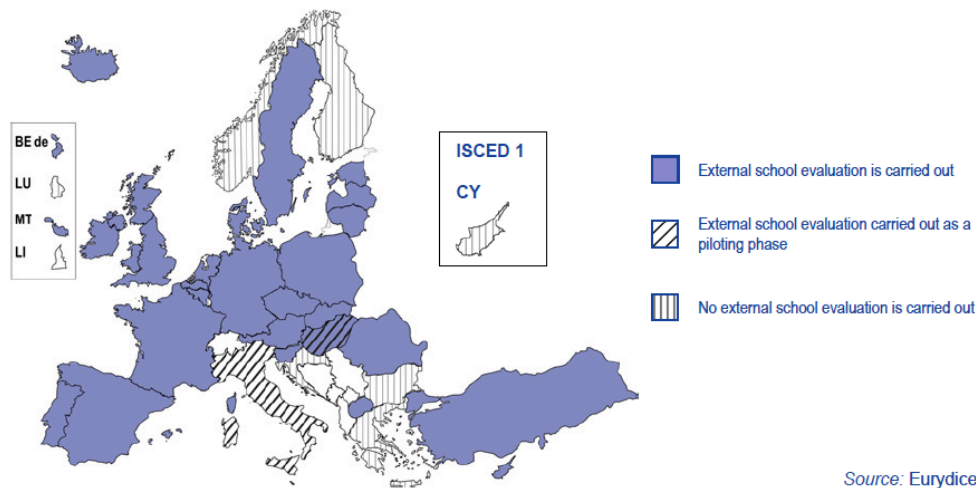| Market-based	Along the continuum	Government-based
Belgium (Flemish Community), Ireland, Lithuania, the Netherlands, and the United Kingdom (England, Wales, and Northern Ireland)	Estonia, Poland, Portugal, and Iceland), Belgium (French Community), Italy, Latvia, Spain	France, Cyprus, Slovenia, and Turkey

The state of the art – Current trends

❖ Decentralisation and School Autonomy as supporting the widespread of school evaluation in almost all the countries

❖ The *chain*: individuating, being strategic, evaluating, improving

  ❖ Several factors have supported the development of the evaluation of schools as a widespread practice for measuring and improving the quality of education across European countries. Trends towards decentralisation of education systems from the 1980s onwards, combined with the more traditional autonomy conferred to local and school levels in some other countries, resulted in local authorities and schools appearing as key actors of education policy. In a number of countries, schools are conferred with decision making responsibilities on human and resource management, as well as on the content of education provision. Sometimes, this autonomy has been combined with the responsibility of defining strategic plans for improvement and further development of education provision. Reforms increasing school autonomy have paved the way to a transfer of accountability from education authorities to individual schools (Eurydice, 2015, p. 14).

The state of the art - Current trends

❖ The combination between external and internal evaluation: external evaluators make use of internal findings

❖ In 31 education systems, schools both carry out internal evaluation and are examined by external evaluators. One widespread form of interdependence between the two processes is the use that external evaluators make of internal evaluation findings. In two thirds of the education systems where external and internal school evaluation coexist, internal evaluation findings are part of the information analysed during the preliminary phase of external evaluation. Together with other sources of information, internal evaluation findings often enable external evaluators to elaborate on the profile of the school to be visited and better focus their work. (Eurydice, 2015, p. 12).

Figure 1.1: Status of the external evaluation of schools according to central/top level regulations, full-time compulsory general education, 2013/14
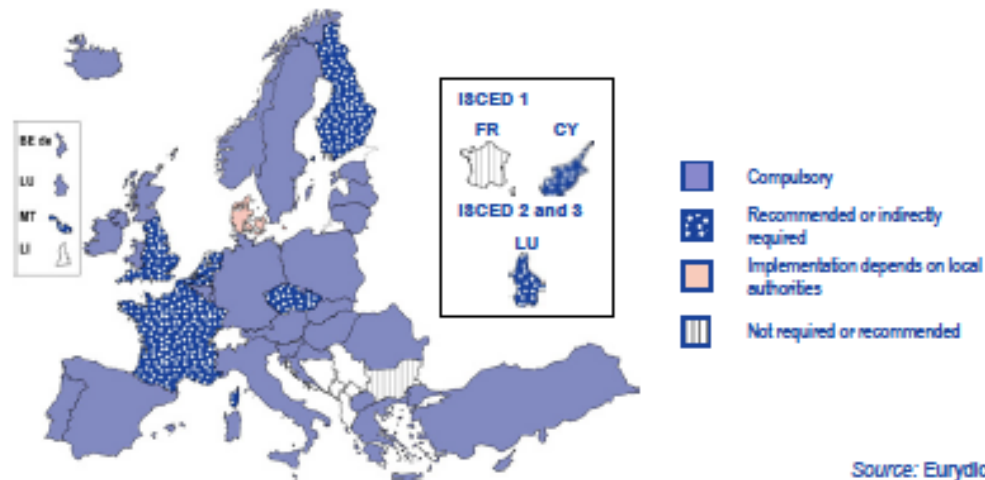
ISCED 1
CY

- External school evaluation is carried out
- External school evaluation carried out as a piloting phase
- No external school evaluation is carried out

Source: Eurydice.

Country specific notes

France: Central regulations provide for external school evaluation to be carried out, however not as a systematic approach taking place regularly. The inspection system is traditionally focused on individual school staff, which still forms the major share of inspection work.
Italy: The full implementation of external school evaluation will start in 2015/16, following a piloting phase.
Hungary: A three-year pilot project is currently being carried out in order to prepare the introduction of a comprehensive type of external evaluation ('pedagogical/professional inspection') in 2015, alongside the external evaluation concerned with checking that schools operate in accordance with legislation.

Focuses: activities, tasks, outcomes and compliance
A procedural chain: analysis-visit-reporting
Criteria: centralized and standardised

Figure 2.1: Status of internal evaluation of schools according to central/top level regulations, full-time compulsory general education, 2013/14

ISCED 1
FR   CY

ISCED 2 and 3
LU

- Compulsory
- Recommended or indirectly required
- Implementation depends on local authorities
- Not required or recommended

Source: Eurydice.

Country specific notes

Italy: Internal evaluation has become compulsory for schools in the context of the new National Evaluation System that has started to be nationwide implemented as of 2014/15.
Hungary: The 2011 Act on General Education refers to internal school evaluation processes in relation to the external 'pedagogical/professional' inspection being piloted. The latter will be introduced in 2015.
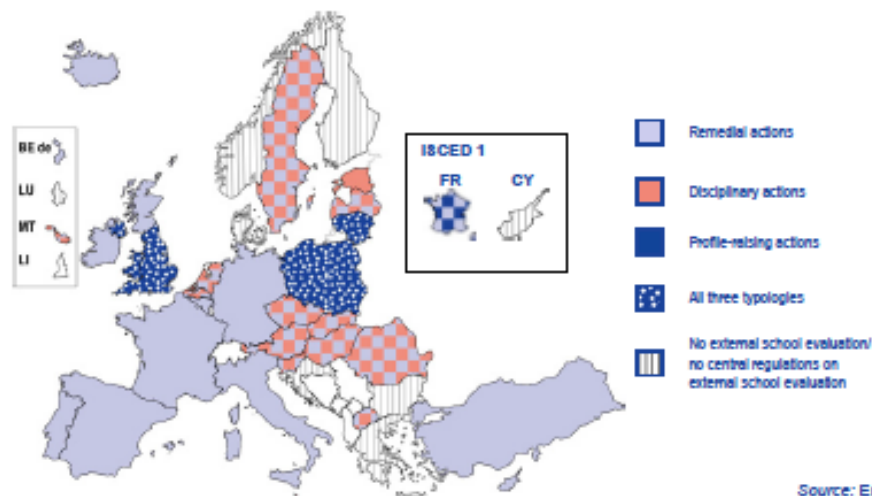
Self-evaluation is **compulsory** (in 27 countries) or **recommended**.

All schools employ **supporting measures**: specialist training in internal evaluation, use of external evaluation frameworks, indicators enabling schools to compare with other schools, specific guidelines and manuals, online forums, as well as advice from external specialists, and financial support (Eurydice, 2015, p. 11).

The state of the art – Current trends

❖ Towards inclusive, participatory, dialogue-based and holistic approaches

Figure 1.7: Typology of outcomes following the external school evaluation report, full-time compulsory general education, 2013/14

Legend:
- Remedial actions
- Disciplinary actions
- Profile-raising actions
- All three typologies
- No external school evaluation/ no central regulations on external school evaluation

Source: Eurydice.

Country specific notes
Denmark: The National Agency for Quality and Supervision performs an annual screening of individual schools in order to identify the municipalities where improvements are needed. The remaining part of the process is in the remit of municipalities with the support of the top/central level authority.
Estonia, Slovakia, United Kingdom (ENG/WLS, SCT) and former Yugoslav Republic of Macedonia: The map applies only to the main approach to external school evaluation carried out by a central (or regional) level body, and not to the evaluation responsibilities of local authorities for the schools they maintain (see Section 1.2).
Italy: Information based on two pilot projects (see National Profile).
Hungary: The 'legal compliance check' foresees only disciplinary measures, while the 'pedagogical/professional' evaluation system being piloted provides for remedial actions (see National Profile).
Finland: Education providers have a legal duty to evaluate the education they provide and to participate in external evaluations of the education system as a whole or at regional level. The regulations do not specify the forms and procedures of evaluation at local level.

Outcomes following external evaluation:

1. remedial actions;
2. disciplinary actions;
3. profile-raising actions.

My archaeological questions:
What laws of possibility and rules of existence?

- What is the 'referential' of school evaluation as a set of discursive practices/regularities? That is what are **the laws of possibility, the rules of existence for the objects and subjects that are named, designated, or described within it, and for the relations that are affirmed or denied in it**. What are the places, conditions, the field of emergence, the authorities to differentiate between individuals or objects, states of things and relations that are brought into play by these statements? And above all **what is that is accorded a value as truth**?

- Thus, I will try to define **the epistemological spaces** where these discursive practices find their laws of possibility and rules of existence and how these epistemological spaces can be understood as made of **a set of processes of conceptual transference**.

- Recalling the research ethic section, an important point to be made: I am not trying to discuss a hierarchical-strategic project of control, governing and subjugation. This is much more dispersed and related to **how a heterogeneous ensemble of discursive regularities across diverse spaces and localities create the conditions for thinking, acting, analysing and talking about school evaluation, its subjects and objects and ends**.

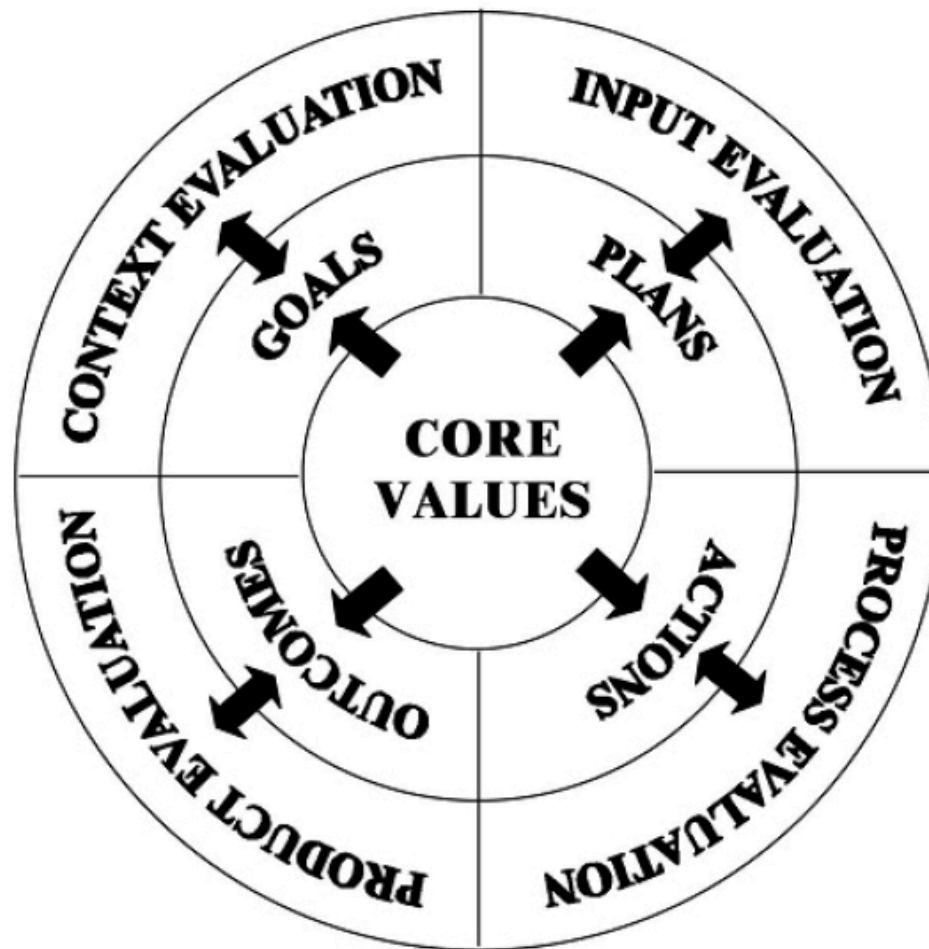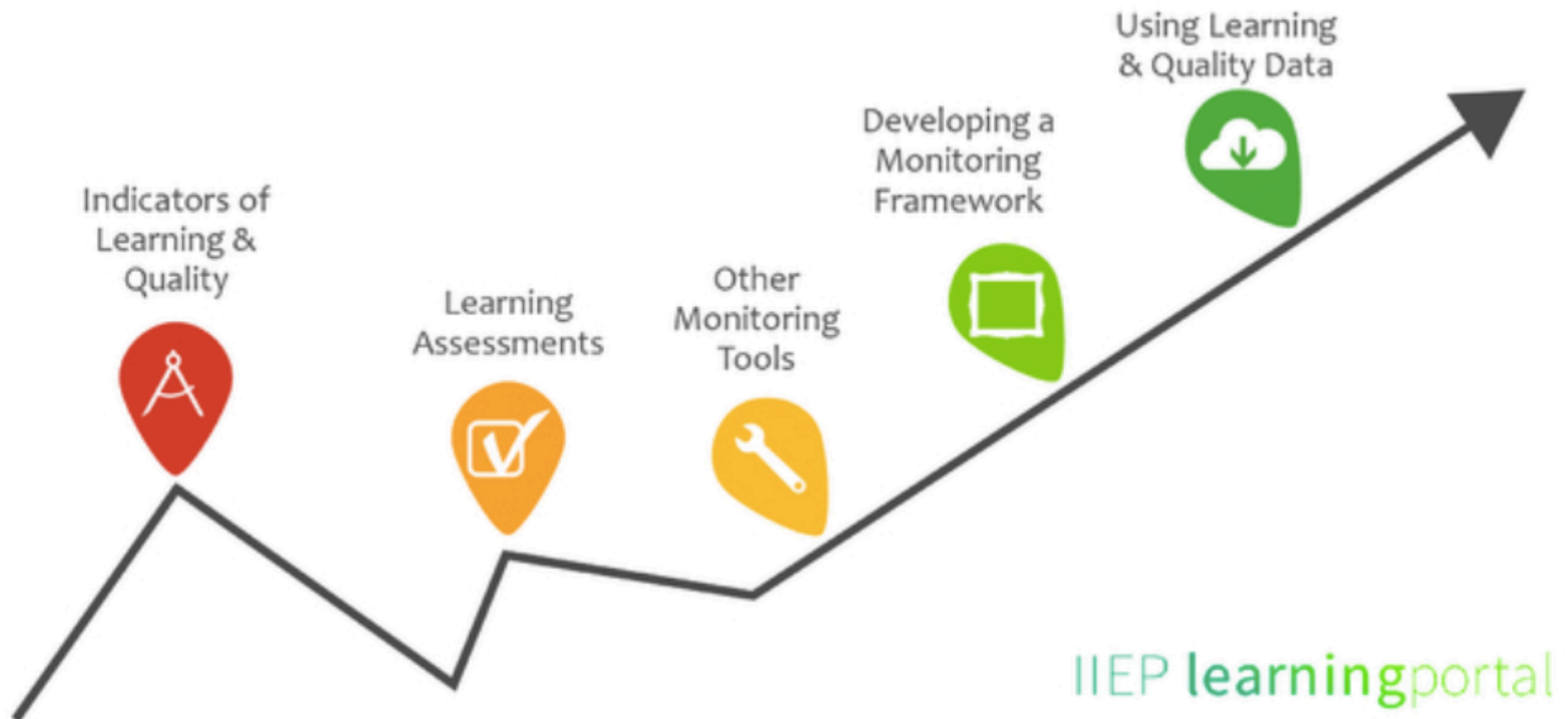# Schooling as a process of production - the figure of labor

Figure 1. Key Components of the CIPP Evaluation Model and Associated Relationships with Programs

Schooling as a process of production - the figure of labor

Scarcity/Failure

[We need to address a] double challenge: to prioritise public investment in the education and training sector, and to find more efficient ways of deploying available financial resources which might call for structural reform in particular education systems. The main lever for increasing the efficiency of investment in education and training is to enhance the quality of provision and to focus on prevention of educational failure. Increasingly, Member States are developing models of cost-sharing between different partners in the educational process – the state, businesses and individuals, foundations and alumni – with public investment helping to leverage private sector match-funding (EU Commission, 2012, p. 12).

Working on the means of production

Quality assurance in education can be understood as policies, procedures, and practices that are designed to achieve, maintain or enhance quality in specific areas, and that rely on an evaluation process. By 'evaluation', we understand a general process of systematic and critical analysis of a defined subject that includes the collection of relevant data and leads to judgements and/or recommendations for improvement. The evaluation can focus on various subjects: schools, school heads, teachers and other educational staff, programmes, local authorities, or the performance of the whole education system (Eurydice, 2015, p. 13).

Education systems as Living systems

Figure 3.1 Main features of the overall evaluation and assessment framework
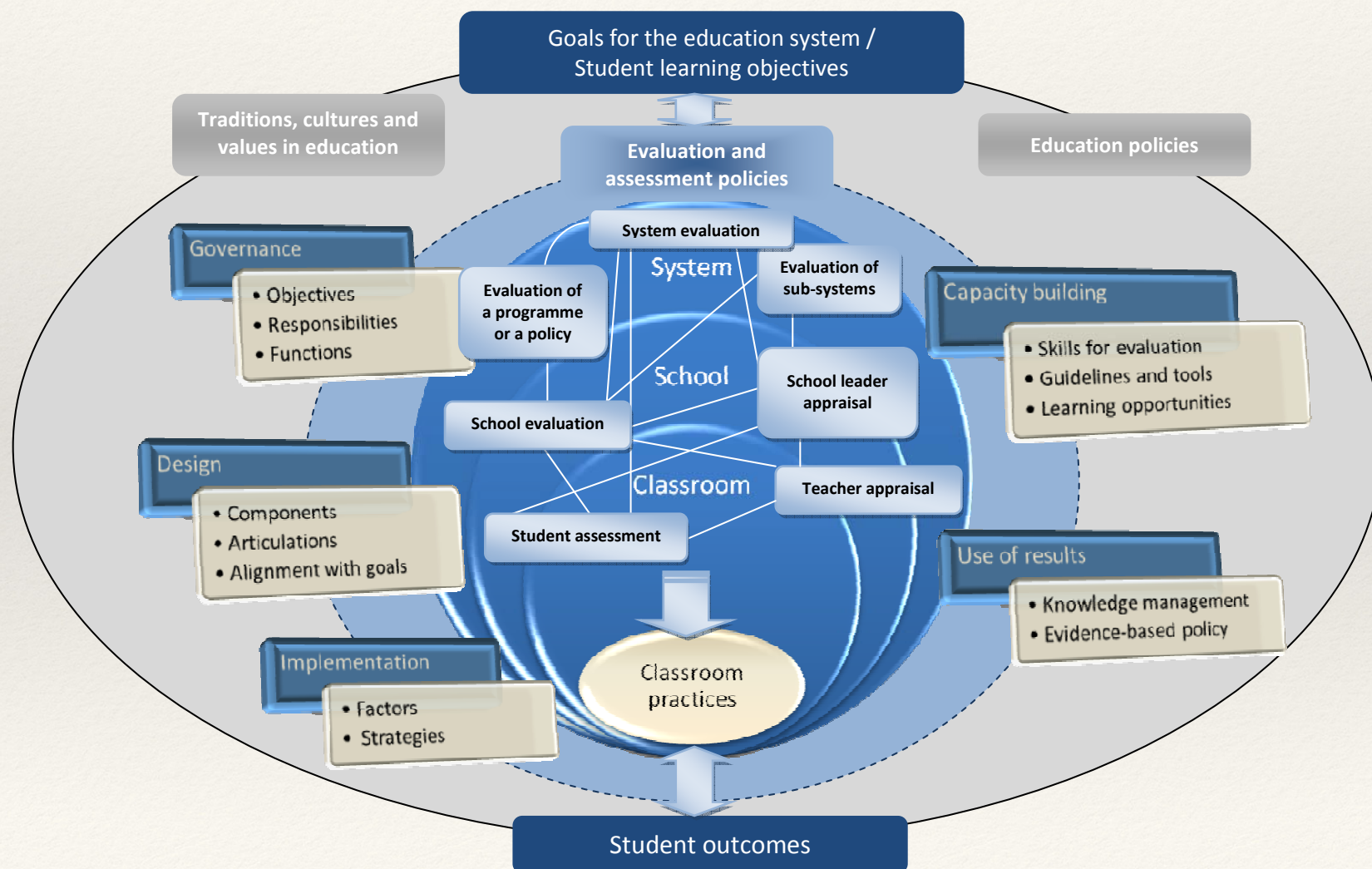
The anatomy of the education systems and their organs

What does SABER-School Autonomy and Accountability do?

SABER-School Autonomy and Accountability aims to catalyze and inform policy dialogue on school-based management. It does this in several ways:

1. **SABER-School Autonomy and Accountability collects information** on core school-based management policy areas in education systems around the world by administering a set of questionnaires to key informants and gathering both qualitative and quantitative data, validated by legal documents.

2. **SABER-School Autonomy and Accountability classifies and analyzes** education systems around the world according to five policy goals that are critical for enabling effective school-based management.

3. **SABER-School Autonomy and Accountability provides country reports and other knowledge products** that diagnose how well a country's policies support school autonomy and accountability with a view to improving the effectiveness of teaching and learning. A goal of this effort is to identify policy areas and actions that support better alignment of managerial responsibilities at the school level, assessment of results, and use of assessments to promote accountability to increase education quality and student learning.

4 Back to top ▲

How does SABER-School Autonomy and Accountability help countries improve education policies and systems?

THE WORLD BANK
IBRD · IDA

Working for a World Free of Poverty

| ABOUT | TOPICS | COUNTRIES | RATINGS & DATA | PUBLICATIONS | PARTNERS |

Home > Topics > School Autonomy and Accountability

School Autonomy and Accountability

Topics Overview

Early Childhood Development

Education Management Information Systems

Education Resilience
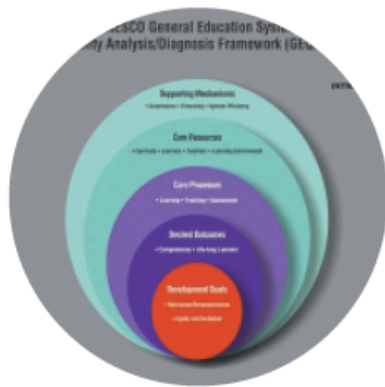
Engaging the Private Sector

Equity and Inclusion

Information and Communication

SABER-School Autonomy and Accountability (SAA) documents and analyzes school-based management policies aimed at increasing autonomy and accountability at the school level and within the education system, in both developing and developed countries. By deepening school autonomy and accountability, school systems can redefine incentives structure to create better conditions for teaching and learning. Autonomy and accountability do not generate incentives in isolation; they are interlinked with the assessment of teachers and learning at the school, with the use of information, and the role of school councils. Such interconnections are critical in improving the education system as a whole, which is at the core of SABER's approach.

Analysis, diagnosis, curing, achieving...

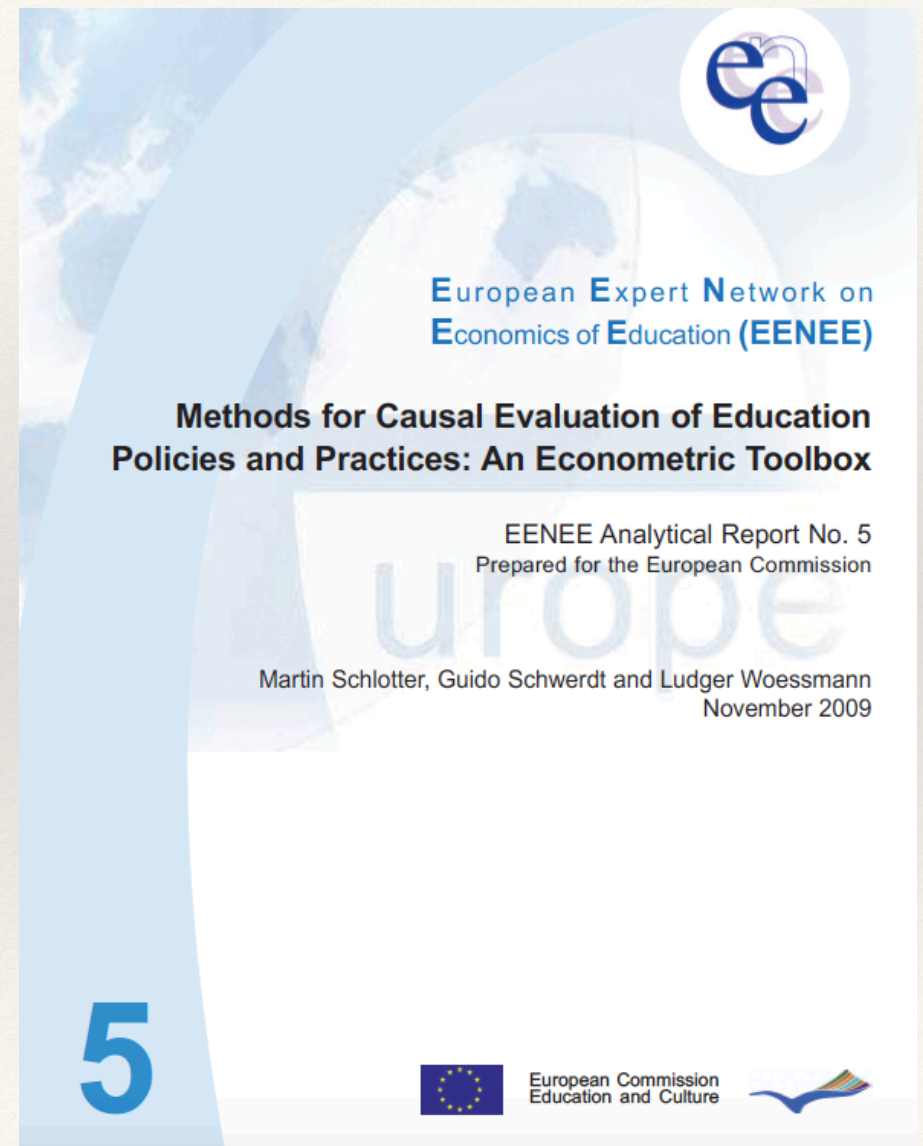## General Education System Quality Analysis/Diagnosis Framework (GEQAF)

International, regional and national assessments of learning outcomes testify to the poor quality of education in many countries around the world. Both developed and developing countries are aware of the quality crisis and its development consequences. Most education reform programs therefore include education quality improvement and the enhancement of equity among the key strategic objectives.

Despite all the efforts, the education quality challenge persists, and the EFA quality goals are dauntingly off track. One of the major obstacles is the lack of tools for conducting systemic analyses of critical constraints hampering the achievement of education quality goals.

Therefore, UNESCO, in collaboration with its Member States, developed the General Education Quality Analysis/Diagnosis Framework (GEQAF).

# Knowledgeable entities, the will to know and the mechanics of the real-world

❖ Education policy-makers and practitioners want to know which policies and practices can best achieve their goals. But research that can inform evidence-based policy often requires complex methods to distinguish causation from accidental association. Avoiding econometric jargon and technical detail, this paper explains the main idea and intuition of leading empirical strategies devised to identify causal impacts and illustrates their use with real-world examples. It covers six evaluation methods: controlled experiments, lotteries of oversubscribed programs, instrumental variables, regression discontinuities, differences-indifferences, and panel-data techniques.

European Expert Network on Economics of Education (EENEE)

Methods for Causal Evaluation of Education Policies and Practices: An Econometric Toolbox

EENEE Analytical Report No. 5
Prepared for the European Commission

Martin Schlotter, Guido Schwerdt and Ludger Woessmann
November 2009

5

European Commission
Education and Culture

The dream of the perfect mastery of reality: knowing, judging, orienting action and fulfilment

❖ Evaluation determines the merit, worth, or value of things. The evaluation process identifies relevant values or standards that apply to what is being evaluated, performs empirical investigation using techniques from the social sciences, and then integrates conclusions with the standards into an overall evaluation or set of evaluations (Scriven, 1991).

❖ Evaluation is the systematic and objective determination of the worth or merit of an object. Merit: The excellence of an object as assessed by its intrinsic qualities or performance. Worth: The value of an object in relationship to a purpose. (Joint Committee, 1994: 205, 207 and 210).

❖ […] evaluation is judging the merit or worth of an entity. This, in fact, is a statement of the goal of evaluation. The goal is to "value" in a systematic way. This valuing consists of two aspects. As you have seen, a part of judging is the determination of the merit—the intrinsic value of the entity being studied. […] there are also extrinsic aspects to be considered. […], we ask what is its worth within our context? […] Thus we seek to value or evaluate by considering both merit and worth (Alkin, 2011: 9-10).

The epistemological space of school evaluation
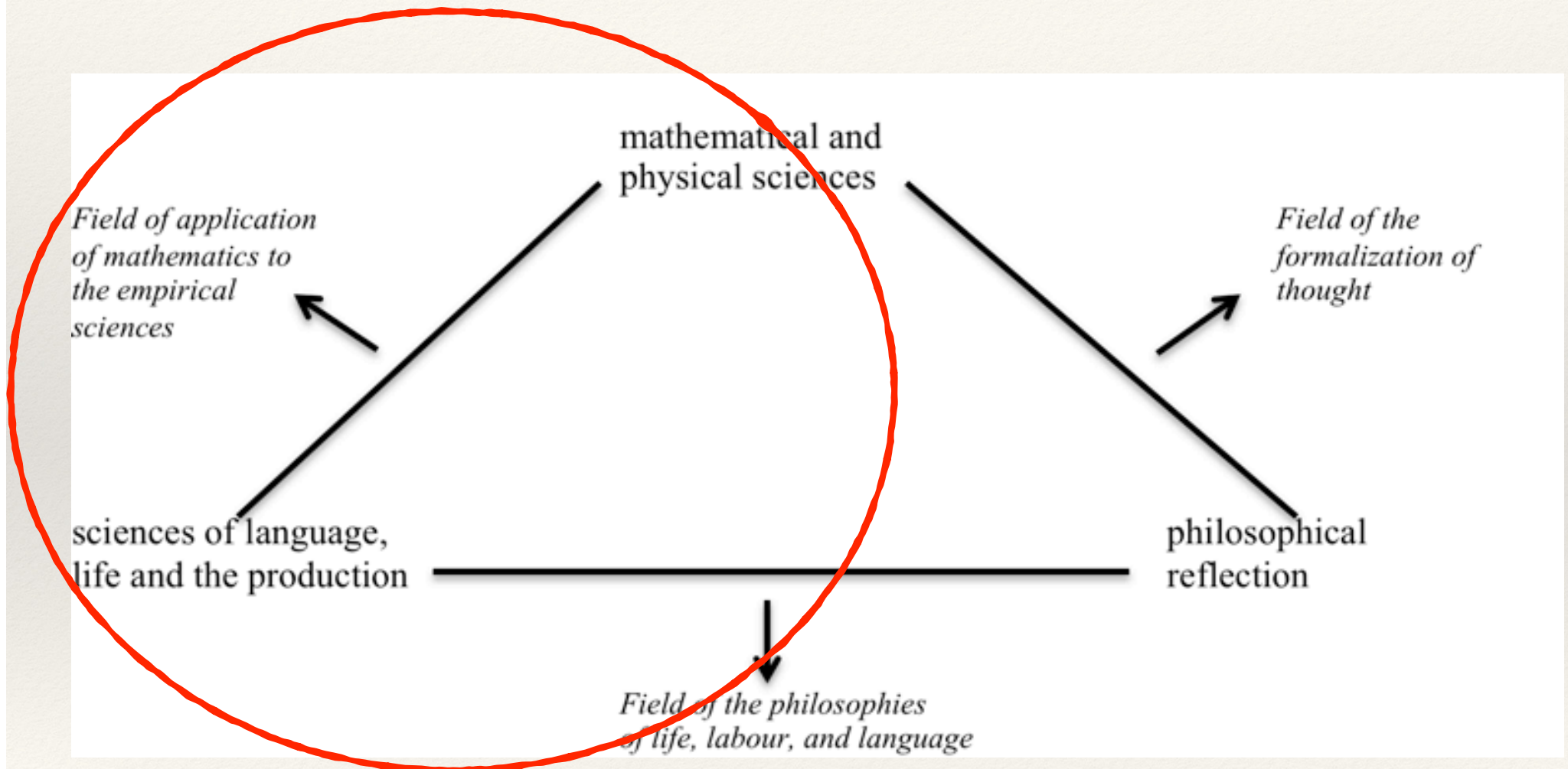
Towards more complex hybridisation(s)...

	Models of organizational effectiveness		
Effectiveness criteria	**Level of analysis**	**Focus of interest**	**Theoretical background**
Productivity	Organization	Outputs and its determinants	Economic rationality
Adaptability *Commitment* *Continuity*	Organization Individual members Organization/individuals	Input requirement Motivation Formal structure	Open systems Human relations Theory of bureaucracy
Responsiveness to external constituents	Sub-groups within organization	Dependencies, power	Political theory

Source: Scheerens and Creemers, 1989, pp. 691 and 696

Scheerens and Demeuse (2005, p. 374 and 382) identify in the micro-economic theory and public choice theory, cybernetics and theories on learning organisations and the concept of autopoiesis originated from biology three of the basic theoretical strands influencing school effectiveness research and school improvement models.

[They continue arguing how] with respect to school improvement and school effectiveness, the perspective of autopoiesis can be seen as a basis for explaining resistance to change and less "intrinsic" interest for enhancing effectiveness. It could also be seen as a philosophy that underlines the importance of available concepts and cultural preferences of key actors enforcing the status quo in organisations, which defy "easy" transformations. […] Autopoiesis offers a more evolutionary perspective than rational planning.

The quadrilateral of school evaluation

Figure 3 – The quadrilateral of the discourse of evaluation

Man's fallibility ——————————————— Man as a paradoxical
figure of knowledge

The promise
of fulfilment ——————————————— (E)valuating
(effectiveness, as enlightment
improvement)

Concluding remarks

What I am reflecting on and what I think it could be interesting to develop further

❖ For those who are uneasy with the current state of educational evaluation in Europe and are willing to think of a different school evaluation.

❖ This kind of analysis suggests that a generative terrain of reflection is the practicing of those epistemological ruptures that attempt to re-compose the quadrilateral and challenge its anthropological postulate.

Concluding remarks

❖ *To remove people from history, it is argued, is to make the world seem deterministic and beyond the possibility of intervention. In fact, efforts to remove the actor have been viewed as reactionary […]. Not to have a visible actor - groupings of people and individuals - in narratives of social affairs is asserted as anti-humanistic (and even anti-democratic). […] The assumption is of a world in which salvation can be found through positing prior universal actors who will bring the good works, and in which potential is not prevented through the schemas of theorists who "decenter" the subject* (Popkewitz and Brennan, 1997, p. 309).

Concluding remarks

❖ Interesting to study to what extent and how evaluative models and experiences can and attempt to explore the following epistemological ruptures:

   ❖ rethinking the spatial dimension in the practice of educational evaluative research, focusing on the constructing of identities through the formation of social spaces;

   ❖ thinking of time as a multiplicity of strands moving with an uneven flow, understanding change as ruptures or breaks and looking at continuities as conditional and relational. This implies a non-causal and non-linear mode of reasoning that abandons the objective to identify agents and factors of change that move 'in a continuum from the past to the present and the future'. It calls to an understanding of change and progress that is strictly bounded to 'breaking the chains of reason that bind and limit alternatives for action';

Concluding remarks

- Interesting to study to what extent and how evaluative models and experiences can and attempt to explore the following epistemological ruptures:

  - escaping from the enduring evolutionary principle that results in the centrality of the logic of comparison and the tendency to create differentiation drawing on 'some norms of unity' (Popkewitz, 1997, p. 25). Intensify the exploration of alternative discursive practices to construct differences that do not result in the formation of oppositional norms. This would be coupled with the attempt to position difference within a discourse that does not establish a single continuum of value, but take into account the hybridity, multiplicity and the performative effects of any form of classification and positioning (Popkewitz, 1997, p. 24).

Thanks for your attention

emiliano.grimaldi@unina.it